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UNITED STATES DEPARTMENT OF AGRICULTURE

Office of the Secretary

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J.H. Austin

Confidential

(For the Information of Staff)

Members of the Department of  
Agriculture and its Bureaus)

October 4, 1946

MEMORANDUM FOR HEADS OF ADMINISTRATIONS, BUREAUS, AND OFFICES

Progress Report on Department of Agriculture Activities and  
Policy Formulation With Respect to Irrigated Agriculture

This memorandum contains a resume of significant events in the field of irrigated agriculture within the past year, particularly with respect to USDA efforts to help formulate an overall Federal policy for irrigation.

There is also set forth herein a current statement of the position of the Department regarding irrigated agriculture. This position has been arrived at through study and consideration of the problem during the past several years by the Secretary's staff and representative officials of the Bureaus of the Department directly concerned with irrigation. In part it represents policy already established by law and generally accepted by the public. In other respects it covers aspects of the Federal Government's relationship to irrigated agriculture not yet resolved which are now under consideration in both the Executive and Legislative Branches. Therefore, in an important degree, the Department's current policy opinions, while representing unequivocally its considered viewpoint and constituting its best advice to the appropriate authorities in the Executive and Legislative Branches, are really a contribution to the formulation of a Federal Irrigation Policy which will be determined by higher authority and which, when so determined, will govern this Department's operations.

The various Bureaus concerned with irrigation have made invaluable contributions to the Department's policy efforts so far. Similar ideas and suggestions in the future will be welcome and will be carefully considered.

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Since the Fall of 1945 there has been significant progress in a gradually unfolding public policy toward irrigation with considerable clarification of the overall picture.

To better understand the true importance and significance of current developments, it is well to appraise generally the fundamental nature of irrigated agriculture and the place previously accorded it in the general scheme of things. Irrigation, first commenced in this country by private enterprise and later aided by the Federal Government, until recently has

played a relatively minor role in the national life, little understood by the public at large. Correspondingly, the people and the public agencies working in the field of irrigation were not fully aware of its true potentialities; neither did they comprehend many of its fundamental needs. Within recent years all this has changed and there is now a general realization of an expanding field of human endeavor in the utilization of natural resources, of which irrigation is an important part. Also, the true nature of irrigation, its problems and needs are becoming better known. A natural part of this general awakening is the development of varying ideas and philosophies by different national groups and the several Federal departments concerned regarding the best method of dealing with future irrigation development. The Department of Agriculture, among others, has been and still is studying the problem and has developed a set of principles which it believes will soundly and expeditiously advance the cause of irrigation. Likewise, the Department of Interior, being one of the other principal Federal agencies concerned with the problem, has developed its own ideas which in some respects are different from those of the Department of Agriculture. The presence of these varying viewpoints has largely characterized events of the past year or two and, while superficial aspects of bureaucratic strife have appeared, there has resulted a stimulation of interest, in Congress and elsewhere, in the problems that must be dealt with. A constructive and useful purpose has thereby been served for this is the traditional way in which public policies are formulated.

The net result of the past year's developments has reflected important progress for and better public understanding of the principles advocated by the Department of Agriculture. These principles have their basis in the inescapable fact that irrigation is fundamentally an agricultural undertaking, that it must be recognized as a major phase of the Nation's agriculture, that its peculiar problems should be accorded special treatment, and that it must be coordinated with all other phases of farming and fully integrated into the National economy. It is to the interest of the country generally and to irrigation farmers particularly that these principles be implemented in the wisest possible way. Moreover, the Department of Agriculture recognizes that most of the irrigation developments of the future are a part of multiple-purpose projects involving, in addition to irrigation, power, navigation, flood control, and municipal water supplies in varying combinations, each having an important relationship to a corresponding broad field of endeavor. Because of the magnitude of the whole undertaking, it is necessary for the Federal Government to assist States and local communities, and because of its complexity and its relationship to Nation-wide Federal programs, the Federal effort can best be carried out by utilizing the services of all appropriate Federal Departments and agencies. For this arrangement to be successful, each major natural subdivision of the task should be identified and responsibility for its success placed in the appropriate agency. Furthermore, the participating agencies should be coordinated and directed at some proper executive level.

This principle of utilizing all available resources of the several Federal departments and agencies on a coordinated basis, together with its logical corollary that all agricultural aspects of the Federal effort be the sole responsibility of the Department of Agriculture, form the cornerstone of the policy advocated by this Department. This theory, at least in part, has been challenged by a proposal to place full responsibility for irrigated agriculture in the Bureau of Reclamation of the Department of the Interior.

The Bureau of the Budget, on several occasions during the past two years, and at least once during the past year, has directed the Departments of Agriculture and Interior to jointly work out and to present to it and the Congress a plan for a Federal irrigation program to be carried out by the two Departments on a coordinated basis with the Department of Agriculture handling the agricultural phases. Numerous attempts were made by the Department of Agriculture to comply with this request culminating in a letter from the Secretary of Agriculture to the Secretary of Interior in June 1946 urging immediate action. The Secretary of Interior responded by appointing the Assistant Secretary of the Interior to represent that Department in further negotiations with the Department of Agriculture. Added stimulus and direction have been supplied by the President in connection with his comments regarding H. R. 5654 in which he called for cooperation by the Departments of Interior and Agriculture in the development of Federal irrigation projects. Consequently, there is real reason to believe, in the Fall of 1946, that substantial steps will soon be taken for such inter-Departmental cooperation.

While the record of the past year or so may appear superficially as being devoid of progress, because Congress has not laid down a comprehensive Federal irrigation policy nor decided the manner in which it shall be implemented, still, in broad perspective, it must be recognized that there has been solid positive progress toward both objectives. By means of its Committee investigations, which have been extensive and have included data and testimony from this Department, and its consideration of the problem, Congress has gone a long way toward the formulation of a permanent Federal program for irrigation.

A consideration of the important events in connection with pending legislation, culminating in the President's message on H. R. 5654, will serve to illustrate and emphasize this point. H. R. 3787 (78th Congress) and S. 440 (79th Congress), sponsored by the Bureau of Reclamation, were the first legislative measures to reflect a feeling that Federal activities in the development of new agricultural lands should be handled outside the Department of Agriculture. These bills, in their composite effect, would have authorized the Department of Interior to engage in land clearing and drainage activities throughout the entire country. This would have constituted a radical departure from its previous role of developing irrigation water supplies primarily for arid public lands in the West. These bills, although never enacted, served to point up new issues and to set the stage for subsequent exchange of ideas among the Federal departments

and for debate by Congress and by the public generally. They were followed by other legislative proposals.

H. R. 520 was designed to give the Bureau of Reclamation important agricultural responsibilities on both public and private lands and was inconsistently coupled with a provision for veterans' preference in the sale of irrigated public land units. Voluminous testimony was taken on this bill from authoritative private and governmental sources, including the Departments of Agriculture and Interior represented by the respective Secretaries. When the bill reached the House floor on September 19, 1945, the issue was vigorously debated. Some members of the Irrigation and Reclamation Committee and the Agriculture Committee maintained that responsibility for the agricultural aspects of irrigation development should be vested in the Department of Agriculture. Consequently, the bill was amended by removal of those provisions which would have placed the agricultural work in the Bureau of Reclamation. This left the bill as a straight veterans' preference measure, and as such, its passage was recommended by the Department of Agriculture to the Senate Irrigation Committee. However, there seemed to be no other important influence back of the bill in its amended form and it never reached the Senate floor.

After the failure of H. R. 520, interest shifted to H. R. 5434, the Gila Reauthorization Bill, and to other measures, chief of which were so-called point-of-order bills. (Essential provisions of all point-of-order bills were finally consolidated into H. R. 5654.) All of these proposed measures embodied many of the essential features of H. R. 520 and, in varying forms and degrees, would have established outside the Department of Agriculture important Federal work in agricultural research and education, as well as agricultural planning and development work in connection with irrigation, thereby duplicating resources and functions of the Department of Agriculture. The Department of Agriculture, in appearances before both the Senate Committee in connection with H. R. 5654 and the House Committee in connection with H. R. 5434, consistently opposed these proposals and instead, advocated a coordinated program of all appropriate Federal agencies with the Department of Agriculture to be responsible for the agricultural tasks. It furthermore pointed out that irrigation is essentially an agricultural job and that eventually the established Federal and State agricultural agencies have to deal with the problems created by irrigation projects planned and developed by non-agricultural agencies. Finally, the Department recommended that the Congress defer action on the issue until the Departments of Interior and Agriculture could comply with the Budget Bureau directive to confer and to recommend a program for joint action. The hearings on the Gila Bill (H. R. 5434) are being published, but the House Committee still has the bill under advisement and has not reported on it. During the hearings, the Bureau of Reclamation made clear its desire to cover all phases of agriculture on Federal projects because, in the stated opinion of its representative officials, the regular agricultural agencies, including the Department of Agriculture, are failing to adequately perform the necessary services. It was also brought out that, in anticipation of covering authority from Congress, a miniature "Department of Agriculture", is being built up in the Department of the Interior.

The issue was debated at length by committee members and this, together with questioning of witnesses, served to bring the question into bold relief against the background of pertinent facts.

H. R. 5654, commonly known as an Interior Department point-of-order bill, as amended in the House; provided for the development of agricultural enterprises on units of public land on all Federal Reclamation projects by the Department of Interior. The Department of Agriculture objected to this feature of the bill to the Senate, but nevertheless, it was passed by that body and went to the President for consideration. This was the first occasion on which any part of the issue in question had been placed before the President. On August 14, 1946, in his message withholding approval of the bill, he gave the following reasons for his action:

1. That agricultural development and subjugation of irrigable public lands is an agricultural undertaking, and if properly done, will require the services of an extensive staff of agricultural technicians in the agency performing the task.
2. That such a staff and such activities, if outside the Department of Agriculture, would needlessly duplicate existing resources and activities in the Department of Agriculture, thereby resulting in waste, confusion and increased cost to the public.
3. That irrigation is an important phase of farming and Federal activities with respect to it belong in the Department of Agriculture.
4. That the Departments of Agriculture and Interior, pursuant to the request of the Budget Bureau, should jointly recommend a method for the handling of these and related agricultural functions on Federal irrigation projects by the Department of Agriculture.

The President's action brings to a climax and semi-final resolution the issue of how the Federal irrigation program is to be carried out. It now remains for the Departments of Interior and Agriculture and the Budget Bureau to fill in the details of the plan outlined by the President and for the Congress to decide upon any implementing legislation that may be recommended to that body. In the past, the Department of Agriculture has had an important influence on the Federal irrigation program through its many nation-wide educational, research and service activities. Recently important new legislation has been enacted which will strengthen the Department's service to irrigated agriculture, and other measures are pending. It will be necessary to accurately identify specific functional activities belonging in the agricultural category to be sure that the Department of Agriculture has the real Federal responsibility and leadership in all matters of irrigated agriculture.

Proper consideration and disposition of the above and related questions is requisite to the development of a detailed public policy and a program that can be recommended for final adoption. The basic position of USDA and the keynote for its policy-making recommendations were laid down in the testimony of Assistant Secretary Brannan before the House Committee on Irrigation and Reclamation on the Gila Bill, H.R. 5434. His formal statement on that occasion is attached hereto, and may be supplemented by a reading of his full testimony in the published hearings on the bill.

Following is a suggested public policy for irrigated agriculture which represents the current position of the Department of Agriculture. It is to be checked with other appropriate Departments and agencies and considered with the ideas and suggestions of those Departments. Furthermore, it is realized that the people in general and those particularly concerned with irrigation have the final decision through the democratic processes. It is the Department's purpose to seek, in cooperation with the Department of Interior and other public agencies, the advice and continuing assistance of such representative groups as the National Reclamation Association, farm organizations and other private organizations in developing a Federal irrigation program that will best achieve the objective desired by the people. The suggested public policy is that:

The Department of Agriculture will:

1. Cooperate in encouraging the development by irrigation of arid and semi-arid lands suitable for permanently profitable agricultural use to the extent that water resources are available for such purpose.
2. Cooperate in encouraging the largest possible assumption, by local organizations, of the responsibility for initiating, installing, operating and maintaining irrigation projects or activities.
3. Cooperate in encouraging and facilitating the development of irrigation projects and activities as parts of comprehensive multiple-purpose undertakings when this will insure a maximum benefit to the Nation.
4. Continue to discharge the Federal responsibility for service to irrigated agriculture, and to perfect and improve its administrative facilities as necessary.
5. Strive to provide irrigation farmers with all the assistance required to meet that portion of their special needs which they cannot perform for themselves.

The Department of Agriculture believes that in order to effectuate this policy the Federal government should:

1. Recognize that irrigation projects are basically agricultural undertakings of major importance in our National economy along with non-irrigated farming and livestock grazing.
2. Place with the Department of Agriculture the Federal responsibility for determining the agricultural feasibility of proposed irrigation projects, relating them to the rest of the National agricultural economy and prosecuting such agricultural work as the Federal government might undertake in connection with the development of said projects.
3. Extend Federal aid for the development of arid and semi-arid lands for agricultural use by irrigation when such lands cannot be developed without such aid.
4. Provide as part of such aid a contribution equal to the difference between the cost of any irrigation project or activity qualifying for such aid, and the amount to be contributed or repaid by local beneficiaries when such Federal contribution is found essential and when such contribution does not cause the total cost of any project or activity to exceed the total benefits accruing thereto.
5. Require Congressional authorization of major irrigation projects or activities prior to the appropriation or expenditure of Federal funds for construction.
6. Utilize fully the resources and facilities of the various Federal agencies in the planning, construction and maintenance of irrigation projects and activities to the extent that such resources and facilities will further the Federal irrigation program.
7. Recognize the interest of, and provide for the participation of, States in the planning of any Federal irrigation projects or activities.
8. Provide for coordinating the plans and activities of agencies participating in the planning and execution of Federal irrigation or multi-purpose projects or activities.
9. Limit Federal aid to irrigation projects and activities which:
  - a. Are feasible from both an agricultural and an engineering standpoint and are economically sound.
  - b. Further the Nation's traditional policy of encouraging the development of owner-operated family farms.

- c. Are in harmony with and assist in stabilizing the agriculture of the adjacent non-irrigated lands and the economy of the Nation as a whole.
- 10. Require the local beneficiaries of irrigation projects or activities receiving such Federal aid to bear as large a proportion of the cost of construction as they may be able to pay or repay within a definite period, consistent with the general credit policies of the Government, without unreasonable hardship and without lowering their standard of living below that considered generally acceptable.
- 11. Recognize the traditional rights of States in water and existing water rights.
- 12. Expand activities for the development of irrigation lands in time of low economic activity as a measure of maintaining employment and stabilizing construction.

The course of future progress in formulating a public policy toward irrigation obviously depends to a marked extent upon the efforts of the Department of Agriculture and the vigor with which it moves. For the Department to creditably play its part on the Federal team that is now forming up, it must of necessity recognize the nature and importance of today's problems in irrigation farming. It must and will assume the responsibility and leadership that the public expects of it. Aggressively, it will champion the cause of irrigation and deal with its problems on an equitable par with those of non-irrigated farming and livestock grazing. The importance of agriculture to the Nation's economy and the vital role that irrigation bears to them both must be a constant guiding principle. In achieving this objective, the Department will be the dominant Federal influence in the agricultural phase of river basin developments. Working with the States and the people of the local communities, in its traditional manner, the Department intends to move forward. The work of its Bureaus concerned with irrigation will be adapted to deal effectively with their respective tasks. It is the Department's desire to be of maximum aid to the people who depend upon irrigation.

*Charles H. Brannan*  
Assistant Secretary

Attachment

UNITED STATES DEPARTMENT OF AGRICULTURE  
Washington, D. C.

Testimony of  
Charles F. Brannan, Assistant Secretary  
of Agriculture  
on  
H.R. 5434  
(A Bill, Reauthorizing the Gila  
Federal Reclamation Project  
and for other purposes.)

The portions of this bill to which the Department of Agriculture wishes to direct the attention of the committee are designed to change an existing administrative pattern for developing the remaining land and water resources of the West which are adaptable to agricultural use. The direct question presented by these sections is: Whether or not the establishment, planning and development of these projects shall have the benefit of the vast agricultural knowledge, experience and facilities of the Department of Agriculture by integrating those facilities into every phase and aspect of the project planning, development and operation, or whether a separate and new unit of government within the Bureau of Reclamation shall be established to attempt to duplicate the same facilities and supply the same types of services.

More specifically the question is: whether or not that agency of Government which today serves all of the 6,000,000 farmers who operate our more than one billion acre national agricultural plant, including the farmers on the some 20,000,000 acres of irrigated land, shall be excluded from the agricultural planning and preparation of the farms within Federally sponsored projects to be hereafter constructed to benefit approximately 10,000,000 acres.

Or, whether or not the farmer on one side of a theoretical project boundary line shall receive his agricultural credit and advice and other assistance from one arm of the Federal Government and its cooperating State agencies and the farmer on the other side shall receive like services from another arm of the Government.

The ultimate objective of a great dam, reservoir, or diversion works is to make good economic farms where there were none before or make better farms out of existing dry land farms or ranches by changing their type of enterprise. In its proper perspective, the building of the main structure is an essential but not the paramount element of the undertaking. The ultimate objective is the improvement of the land and the best use of the water for the welfare of the people who will use these resources for agricultural purposes for generations to come. The farms which have been created as a result of the irrigation project must be looked upon, not merely as a source of security for the repayment of the costs of the great engineering works, but as the foundation for a sound family farm operation.

I think it is necessary to keep these facts in mind as we search for the best plan to develop the remaining irrigable lands of the West and plan for the application of our remaining limited water supply.

This is not the job of a single bureau or department. It is the job of the Federal Government, using such agencies and facilities as are best adapted to accomplish the purpose in an economic and efficient manner. And, because the long-time and all important objectives of the Gila Project, and many others like it, is agricultural, the Department of Agriculture has an important contribution to make.

There is in the Department of Agriculture and its cooperative State agencies a vast reservoir of agricultural knowledge, experience and information and a staff of trained persons who possess a large bulk of the agricultural knowledge of this Nation. These facilities, knowledge and experience have been directed to the problems of the irrigated farmer for many years. The crop and livestock and other farm management problems of the farmers now operating the 18 million acres of privately developed irrigated land are the exclusive concern of the Department of Agriculture and its cooperating State agencies today. This Department has also worked on many phases of the farm management problems on the 2 million acres of new farm land developed through Federal projects and on the additional 2 million acres for which Federal projects have supplied supplemental water and is now cooperating with the Department of Interior in the development of some 180,000 acres of such lands pursuant to the so-called Wheeler-Case legislation.

Hence, we do not believe that it is either necessary or advisable for the Department of Interior to establish within its administrative structure, and particularly within the administrative structure of the Bureau of Reclamation, a large organization to deal with agricultural problems. We believe it is both wasteful of public funds and not in the best interests of the farmers who will occupy this land. It certainly is not in the best interest of the surrounding agricultural community or of the Nation. Therefore, as the agency bearing the Federal responsibility for the welfare of the Nation's farmers and our general agricultural economy, we are opposed to the provisions of this bill which vest exclusive authority to perform the described agricultural functions in the Bureau of Reclamation.

You will recall that we took this same position in testifying on H.R.520, which in its original form would have given the Department of the Interior practically these same authorities and more on all Federal irrigation projects. It does not, of course, make any difference in our basic position if the proposal is to give such authorities for all projects in one bill, or to enact them in separate bills, a project at a time.

I should now like to review and elaborate upon the reasons we have given, from time to time, for our opposition to the Department of the Interior entering into agricultural activities. But to be absolutely sure that I am not misunderstood in discussing these reasons, I wish to first make clear the fundamental position of this Department with respect to irrigated agriculture. It is the policy of the Department of Agriculture to encourage the development of the Nation's agriculture in the most effective manner possible. We feel, therefore, that the Federal Government should encourage the development and best use of suitable agricultural lands not now fully utilized, and to this end should aid directly in the development of any feasible irrigation project that will contribute toward

attaining a more efficient agriculture. We are aware that problems vary greatly from State to State and from one locality to another and that in some cases it will be desirable for the Federal Government to engage directly in land acquisition, development and settlement in order to establish a successful farming community within a reasonable time. We are in favor of this. We believe, however, that such direct public effort should be only sufficient to enable the farmers involved to make a success of their own undertakings; that it should stop at the point beyond which the farmers will be able to successfully establish themselves on irrigation farms by their own efforts supplemented by the technical advice, credit and other services now available through the Nation-wide Federal agricultural programs; and that it should never cause any group of farmers to feel that they are not an integral part of the whole agricultural structure of the Nation. It is our policy, therefore, to encourage a maximum degree of local initiative and autonomy. It is traditional for us to work in cooperation with local self-governed organizations. It need hardly be said that it has always been our policy to work with the agricultural organizations of the States, for the Federal and State agricultural organizations together actually constitute the Nation's agricultural machinery.

Also, so that this Department's position may be clear, may I again assure you of our interest in the proposal to give veterans a first chance to buy farms on Federal projects. That we should have a vital interest is only natural, for we bear no small part of the Federal responsibility for assisting veterans to become established in farming. I need only remind you of the strong support we gave the veterans' preference provisions of H.R. 520 to indicate our position on Section 5 of this bill. Our sole criticism would be that H.R. 5434 does not go far enough. It gives veterans a preference on only the projects authorized in this bill. It has been our hope that veterans might be given a preference on all Federal projects. For this reason, we recently suggested to the Department of the Interior that in reporting upon H.R. 520 to the Senate the Secretary of the Interior join with the Secretary of Agriculture in recommending immediate enactment of that bill in the form in which it passed the House.

The Department of Agriculture is now and from its inception has been deeply interested in the Federal programs to develop the irrigated resources of the West. This interest has been expressed and implemented with increasing vigor during the past few years. For example, the Department of Agriculture urged the cooperative formula for development of irrigation projects which was adopted by the Congress in 1939, and has been considered and reaffirmed by amendments on two subsequent occasions. The basic design of this legislation, commonly referred to as the Wheeler-Case legislation, enacted in August, 1939, as Public Law No. 398 of the 76th Congress is to bring to bear in the development of a number of projects which had been under consideration by the Bureau of Reclamation for many years the joint facilities, training and knowledge of both the Department of Interior and Department of Agriculture and to place greater emphasis and study on agricultural feasibility and the long range welfare of the prospective settlers. Fifteen projects have been initiated pursuant to this legislation and many are nearing completion as of this date. The law is now on the statutes. It needs some amendments and over-hauling to adapt it to the post-war period but the theory of cooperative project development is still

as valid today as it was when the legislation was enacted. For that reason the Department of Agriculture has continued to urge the Department of Interior to join in discussion of means for perfecting and improving this legislation in the light of the experience of the past few years and the need of this post-war era.

Likewise, this Department proposed to the Department of Interior the legislation known as the Wheeler-O'Connor Act under the terms of which the Department of Agriculture could extend its facilities and assistance, particularly loans for permanent improvements, to occupants of Federal irrigation projects. The particular virtue of this legislation was to make it possible for the Department of Agriculture to assist a new settler on a unit of new land within an irrigation project from the first days of his occupancy; to loan him sufficient funds to construct a decent home for his family to live in and build other necessary farm buildings which were minimum to a decent family farm enterprise.

The things which the Department of Agriculture learned in the selection of farmers and the types of assistance to be rendered to those starting their farming careers on raw land can be of great value in the development of future irrigation projects. The records of the farmers who were assisted in the settlement of land under irrigation projects are a credit to the sponsors of that legislation and to the Congress which adopted it.

The agricultural functions which the bill now before you would authorize; that is, agricultural planning and investigations, land acquisition, pre-development of land, and settlement of farmers, are now and have, for several years been handled on certain Federal irrigation projects by the Department of Agriculture. It has gathered the only really extensive and applicable body of experience possessed by any Federal agency in the kind of agricultural development work contemplated in this bill. The projects actually developed under this program are of considerable magnitude and are comparable with many other Federal Reclamation projects. The Congress recognized seven years ago when the Wheeler-Case program was initiated that the Department of Agriculture should handle the agricultural phases of work on Federal irrigation developments. There is no good reason now to depart from this historic pattern and allow the Bureau of Reclamation to set up duplicating facilities, personnel and functions. As a matter of fact, historically and until quite recently, the Bureau of Reclamation itself, has recognized that the agricultural phases of irrigation development properly belong in the Department of Agriculture. The Bureau, until recently, accepted our authority and leadership in these matters and assisted in obtaining necessary authorities for us to handle agricultural work on Federal irrigation projects.

I shall not take the time of the committee to elaborate upon the wealth of scientific knowledge and experience related to agronomy, soil, soil building crops, and general land use problems which the Congress has provided for by appropriations to the Department of Agriculture for use of the Agricultural Research Administration and its cooperating State agencies; or to describe the vast facilities available to farmers everywhere to aid in the solution of their land leveling problems through the Soil Conservation Act and the Agricultural Adjustment Act; or of the

credit resources, adaptable to almost every type of farm situation; or the farm management advice and assistance which the Department, through the Extension Service, is capable of supplying. You are all familiar with each of these agencies and their work and, I am confident, do not intend to make it possible for such knowledge, experience, and facilities to be withheld from occupants of Federal irrigation projects to be hereafter developed. Nor, when the committee has had time to reflect upon the whole record do I believe that you intend to preclude the use of the knowledge and experience gained in these programs from being integrated and used in the planning and construction of the agricultural phases of such projects. The history of Reclamation projects to date demonstrates one fact above all else and that is the need for the fullest investigation of agricultural feasibility and the most careful planning possible of the long range use of the land. This should be done by the arm of Government now performing or assisting farmers to perform those and related tasks for all the rest of the farms of the Nation. Not on a fill-in basis, subordinate to a new agricultural organization to be created at great expense; or merely upon invitation of the Commissioner of Reclamation. The taxpayers who supply the funds for both these great Departments and the settlers who will stake their life and family welfare on the soundness on all aspects of the planning of these projects have the right to know that all the appropriately useful facilities of Government are required to be integrated into project planning and development and to call for an assumption of responsibility accordingly.





